#### 103D CONGRESS 1ST SESSION

# S. 815

To amend the Federal Water Pollution Control Act to provide special funding to States for implementation of national estuary conservation and management plans, and for other purposes.

#### IN THE SENATE OF THE UNITED STATES

APRIL 22 (legislative day, APRIL 19), 1993

Mr. Lieberman (for himself, Mr. Dodd, Mr. Moynihan, and Mr. D'Amato) introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

# A BILL

To amend the Federal Water Pollution Control Act to provide special funding to States for implementation of national estuary conservation and management plans, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Water Pollution Con-
- 5 trol and Estuary Restoration Financing Act".
- 6 SEC. 2. FINDINGS AND PURPOSES.
- 7 (a) FINDINGS.—Congress finds that—

- 1 (1) the estuaries of the United States are a 2 vital natural resource to which many regional econo-3 mies are closely tied;
  - (2) many of the estuaries of the United States are under a severe threat from point source pollution and polluted run-off (nonpoint source pollution) and from habitat alteration and destruction;
  - (3) only through expanded investments in waste water treatment and other water and sediment pollution control and prevention efforts can the environmental and economic values of the estuaries of the United States be restored and protected;
  - (4) the national estuary program created under section 320 of the Federal Water Pollution Control Act (33 U.S.C. 1330) has significantly advanced the understanding of the declining condition of the estuaries of the United States;
  - (5) the national estuary program has also provided precise information about the corrective and preventative measures required to reverse the degradation of water and sediment quality and to halt the alteration and destruction of vital habitat in the estuaries of the United States;
  - (6) the level of funding available to States, municipalities, and the Environmental Protection Agen-

- cy for implementation of approved conservation and management plans is inadequate, and additional financial resources must be provided;
  - (7) funding for implementation of approved conservation and management plans should be provided under the State revolving loan fund authorized in title VI of the Federal Water Pollution Control Act (33 U.S.C. 1381 et seq.); and
  - (8) authorization levels for State revolving loan fund capitalization grants should be increased by an amount necessary to ensure the achievement of the goals of the Federal Water Pollution Control Act.

## (b) Purposes.—The purposes of this Act are—

- (1) to expand and strengthen efforts to combat the serious and growing water and sediment quality problems in estuaries of national significance identified under the Federal Water Pollution Control Act (33 U.S.C. 1251 et seq.);
- (2) to provide significant levels of Federal assistance to States and municipalities seeking to implement comprehensive conservation and management plans for those estuaries;
- (3) to reauthorize section 320 of the Federal Water Pollution Control Act (33 U.S.C. 1330) in order to improve the development and implementa-

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1	tion of comprehensive conservation and management
2	plans for those estuaries; and
3	(4) to extend and increase Federal support for
4	the State water pollution control revolving fund pro-
5	gram in order to address various water and sediment
6	quality problems in the waters of the United States.
7	SEC. 3. EXTENSION OF WATER POLLUTION CONTROL RE-
8	VOLVING LOAN FUND PROGRAM.
9	(a) Allotment Formula.—Section 604(a) of the
10	Federal Water Pollution Control Act (33 U.S.C. 1384(a))
11	is amended—
12	(1) by striking "Sums authorized" and insert-
13	ing "Except as provided in section 608, sums au-
14	thorized"; and
15	(2) by striking ''and 1990'' and inserting
16	"through 1999".
17	(b) Funding.—Section 607 of such Act (33 U.S.C.
18	1387) is amended by striking "the following sums:" and
19	all that follows through the end of the section and insert-
20	ing the following: "\$4,000,000,000 for each of fiscal years
21	1994 and 1995, and \$5,000,000,000 for each of fiscal
22	years 1996 through 2000.".

1	SEC. 4. FUNDING FOR IMPLEMENTATION OF ESTUARY CON-
2	SERVATION AND MANAGEMENT PLANS.
3	Title VI of the Federal Water Pollution Control Act
4	(33 U.S.C. 1381 et seq.) is amended by adding at the end
5	the following new section:
6	"SEC. 608. CAPITALIZATION GRANTS TO STATES FOR IM-
7	PLEMENTING ESTUARY CONSERVATION AND
8	MANAGEMENT PLANS.
9	"(a) Set-Aside for Implementing Approved
10	Plans.—
11	"(1) Set-aside.—
12	"(A) IN GENERAL.—Of amounts appro-
13	priated under the authority of section 607 for
14	each fiscal year, the applicable percentage
15	under subparagraph (B) shall be used by the
16	Administrator to make capitalization grants
17	under this title to qualified States.
18	"(B) PERCENTAGE.—For purposes of sub-
19	section (A), the applicable percentage is—
20	"(i) 2.5 percent for fiscal year 1994;
21	"(ii) 5 percent for fiscal year 1995;
22	"(iii) 7.5 percent for fiscal year 1996;
23	"(iv) 10 percent for fiscal year 1997;
24	"(v) 12.5 percent for fiscal year 1998;
25	"(vi) 15 percent for fiscal year 1999;
26	and

1	"(vii) 15 percent for fiscal year 2000.
2	"(2) Allocation.—Of the amounts required
3	under paragraph (1) to be used for grants to quali-
4	fied States for a fiscal year, the Administrator shall
5	allocate to each qualified State an amount equal
6	to—
7	"(A) the total of the amounts required
8	under paragraph (1) to be used for the grants
9	for the fiscal year; multiplied by
10	"(B) the percentage specified by the Ad-
11	ministrator for the fiscal year for the State
12	under paragraph (3)(B).
13	"(3) Determination of state needs.—Not
14	later than 120 days after the date on which all
15	qualified States have submitted under paragraph
16	(4)(A) estimates of the needs of the States for finan-
17	cial assistance for a fiscal year, the Administrator
18	shall—
19	"(A) determine the needs of each qualified
20	State for financing implementation of approved
21	estuary plans in the fiscal year, based on the
22	State estimates; and
23	"(B) submit to Congress a report describ-
24	ing the needs for all qualified States, including
25	specifying for each qualified State a percentage

for purposes of paragraph (2)(B) representing the needs of the qualified State relative to the needs of all qualified States.

#### "(4) STATE ESTIMATE OF NEEDS.—

- "(A) Submission.—Not later than July 1 of each year, each qualified State shall submit to the Administrator an estimate of the needs of the State for financial assistance for implementing, monitoring, and enforcing approved estuary plans in the next fiscal year. The estimates may be included in the intended use plan of a qualified State under section 606(c), and shall maximize economical planning, design, and construction.
- "(B) CONSULTATION.—In preparing an estimate of needs under this paragraph, a qualified State shall consult with each management conference that is implementing an approved estuary plan under section 320 and of which the State is a member.
- "(C) APPROVAL REQUIRED.—A qualified State may not submit an estimate of need under this paragraph unless the estimate is approved by each management conference under section 320 that is implementing an approved

estuary plan and of which the State is a member.

"(5) Failure to submit estimate.—A qualified State that does not submit an estimate for a fiscal year in accordance with paragraph (4) shall not be eligible for any allocation under paragraph (2) for that fiscal year.

### "(b) SEPARATE ACCOUNT.—

- "(1) ESTABLISHMENT OF ACCOUNT.—A qualified State shall establish a separate account in the water pollution control revolving fund established by the State under this title, which shall be known as an 'Estuary Account'. Amounts of grants to a qualified State under subsection (a) shall be deposited into the Estuary Account established by the State.
- "(2) USE.—A qualified State may use amounts in its Estuary Account of the State only for providing assistance for the purpose of implementing approved estuary plans that apply to the State.

# "(c) Types of Assistance.—

"(1) IN GENERAL.—Except as otherwise provided by State law and subject to paragraph (2), amounts in the Estuary Account of a qualified State may be used only for providing the types of assistance described in section 603(d).

"(2) Special rules.—

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"(A) EXTENDED AMORTIZATION PERIOD.—Notwithstanding section 603(d)(1)(A), a loan made by a qualified State with amounts in the Estuary Account of the State may be for a term of not to exceed 40 years or the useful life of any facility constructed with the loan, whichever is less, if the borrower demonstrates to the State that the borrower is experiencing financial hardship.

"(B) PRINCIPAL SUBSIDIES.—In addition to the types of assistance authorized by section 603(d), a qualified State may use amounts of interest earned on amounts in the Estuary Account of the State to subsidize up to 90 percent of the principal portion of the amount of debt service of an entity referred to in section 603(c)(1) that, notwithstanding the availability of interest free loans under section 603(d)(1)(A) and extended amortization under paragraph (1), the State determines is financially unable to carry out a project that is necessary for the implementation of an approved estuary plan.

1	"(d) State Matching Funds.—A qualified State
2	shall deposit into the Estuary Account of the State an
3	amount from State funds equal to at least 20 percent of
4	amounts deposited into the account in the form of capital-
5	ization grants to the State under this section.
6	"(e) Definitions.—In this section:
7	"(1) Approved estuary plan.—The term
8	'approved estuary plan' means a comprehensive con-
9	servation and management plan approved by the Ad-
10	ministrator under section 320(h).
11	"(2) ESTUARY ACCOUNT.—The term 'Estuary
12	Account' means a separate account established by a
13	qualified State under subsection (b) in its water pol-
14	lution control revolving fund of the State.
15	"(3) QUALIFIED STATE.—The term 'qualified
16	State' means a State that—
17	"(A) is subject to an approved estuary
18	plan;
19	"(B) has established an estuary account in
20	accordance with subsection (b); and
21	"(C) has fulfilled the responsibilities of the
22	State under section 320 with respect to each
23	management conference under such section of
24	which the State is a member "

1	SEC. 5. DISCRETIONARY GRANTS FOR IMPLEMENTATION
2	OF ESTUARY CONSERVATION AND MANAGE-
3	MENT PLANS.
4	(a) IN GENERAL.—Section 320 of the Federal Water
5	Pollution Control Act (33 U.S.C. 1330) is amended—
6	(1) by redesignating subsection (k) as sub-
7	section (l); and
8	(2) by inserting after subsection (j) the follow-
9	ing new subsection:
10	"(k) Grants for Implementation of Conserva-
11	TION AND MANAGEMENT PLANS.—
12	"(1) IN GENERAL.—The Administrator shall
13	make grants to State, interstate, and regional water
14	pollution control agencies and entities, State coastal
15	zone management agencies, interstate agencies,
16	other public or nonprofit agencies, institutions, orga-
17	nizations, Indian tribes, and individuals for imple-
18	mentation of conservation and management plans
19	approved under this section.
20	"(2) Purposes.—Grants under this subsection
21	shall be made to assist in the aspects of implementa-
22	tion of the plans that involve innovative technology,
23	research and development, education, pollution pre-
24	vention, comprehensive land use planning, and other
25	activities not generally funded by the State under
26	this title.

- "(3) FEDERAL SHARE.—The amount of grants to any person (including a State, interstate, or regional agency or entity) under this subsection for a fiscal year shall not exceed 75 percent of the cost of
- 5 implementation of the plans.
- "(4) AUTHORIZATION OF APPROPRIATIONS.—

  There is authorized to be appropriated to the Environmental Protection Agency to carry out this subsection not to exceed \$50,000,000 per fiscal year for
- each of fiscal years 1994 through 2000.".
- 11 (b) Funding for Interim Actions.—Section
- 12 320(g)(2) of such Act (33 U.S.C. 1330(g)(2)) is amended
- 13 by inserting before the period the following: ", and for ap-
- 14 propriate interim actions that are adopted by the manage-
- 15 ment conference and approved in accordance with sub-
- 16 section (h) to protect the water and sediment quality of
- 17 the estuary that is the subject of such a plan".
- 18 (c) Grant Reporting.—Section 320(h) of such Act
- 19 (33 U.S.C. 1330(h)) is amended by striking "subsection
- 20 (g)" and inserting "subsection (i) and that receives a
- 21 grant under subsection (k)".
- 22 (d) Conforming Amendment.—Section 320(g) of
- 23 such Act (33 U.S.C. 1330(g)) is amended by inserting
- 24 "DEVELOPMENT" before "GRANTS.—".

1	SEC. 6. EXTENSION OF CONSERVATION AND MANAGEMENT
2	PLAN DEVELOPMENT GRANT PROGRAM.
3	Section 320(i) of the Federal Water Pollution Control
4	Act (33 U.S.C. 1330(i)) is amended—
5	(1) by inserting "and \$28,000,000 per fiscal
6	year for each of fiscal years 1992 through 2000"
7	after "and 1991"; and
8	(2) by inserting "for fiscal years 1987 through
9	1991, and \$8,000,000 per fiscal year of the sums
10	authorized to be appropriated under this subsection
11	for fiscal years 1992 through 2000," before "to the
12	Administrator of the National".
13	SEC. 7. NATIONAL ESTUARY PROGRAM IMPROVEMENT.
14	(a) Management Plans.—Section 320(b) of the
15	Federal Water Pollution Control Act (33 U.S.C. 1330(b))
16	is amended—
17	(1) by striking the matter preceding paragraph
18	(1) and inserting the following:
19	"(b) Purposes of Conference.—The purpose of
20	any management conference convened with respect to an
21	estuary under this section shall be to ensure, through a
22	$comprehensive\ planning\ process,\ full\ coordination,\ and\ full$
23	$implementation \ of \ the \ requirements \ of \ sections \ 303,$
24	$304(\mbox{\scriptsize l}),~305(\mbox{\scriptsize b}),~319,~402$ and $404$ and the Coastal Zone
25	Management Act of 1972 (42 U.S.C. 1451 et seq.), and
26	to identify, plan, and ensure implementation of additional

- 1 measures necessary to achieve compliance with water qual-
- 2 ity standards and to protect existing and designated uses
- 3 of coastal waters. To achieve these purposes a manage-
- 4 ment conference shall—";

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- 5 (2) by redesignating paragraphs (1), (2), (3),
- 6 (4), (5), (6), and (7) in order as paragraphs (2), (3),
- 7 (4), (6), (8), (10), and (11), respectively;
- 8 (3) by inserting before paragraph (2), as so redesignated, the following new paragraph:
  - "(1) conduct within one year after the convening of the conference a literature survey to identify existing information on the environmental health of the estuary;";
  - (4) by inserting after paragraph (4), as so redesignated, the following:
    - "(5) identify within 3 years after the convening of the conference the major environmental problems and priorities that the comprehensive conservation and management plan will address;";
  - (5) in paragraph (6), as so redesignated, by inserting after "plan" the following: ", within 5 years after the date on which the management conference is convened and in accordance with the applicable guidance document published under subsection (e),";

1	(6) in paragraph (6), as so redesignated, by in-
2	serting "(including policies enforceable under State
3	law)" after "actions";
4	(7) by inserting after paragraph (6), as so re-
5	designated, the following:
6	"(7) submit to the Administrator in the first
7	year following the convening of the conference, an
8	initial 5-year budget for the development of the con-
9	servation and management plan, and revise the
10	budget on an annual basis;";
11	(8) by inserting after paragraph (8), as so re-
12	designated, the following new paragraph:
13	"(9) conduct an analysis, within 3 years after
14	the convening of the conference, of any changes to
15	State statutory authority that will be required to im-
16	plement the conservation and management plan, and
17	update the analysis on an annual basis thereafter;";
18	(9) in paragraph (10), as so redesignated, by
19	striking "and" after the semicolon;
20	(10) in paragraph (11), as so redesignated, by
21	striking the period and inserting a semicolon;
22	(11) by inserting after paragraph (11), as so
23	redesignated, the following new paragraph:
24	"(12) identify all Federal activities (including
25	development projects, financial assistance programs,

and licensing and permitting activities) that may affect the requirements and objectives of the conservation and management plan developed under this section, and ensure the coordinated implementation of the plan with respect to the activities;

"(13) identify all pollutants and water bodies for which development of maximum daily loads are necessary pursuant to section 303, and establish a schedule whereby all the total maximum daily loads and wasteload and load allocations shall be completed within 5 years of approval of a conservation and management plan pursuant to this section;

"(14) ensure that all permits issued under section 402 are current for significant dischargers within an estuary subject to a conservation and management plan, and that, if multiple dischargers affect a single segment of the estuary, the dischargers are placed on simultaneous permit issuance schedules to allow for efficient wasteload allocation;

"(15) ensure that if an estuary subject to a conservation and management plan is affected by combined sewer overflows, development and implementation of a combined sewer overflow abatement plan is included in the conservation and management plan; and

1	"(16) identify portions of the conservation and
2	management plan developed under this section that
3	should be included in a State coastal zone manage-
4	ment program approved under section 306(c) of the
5	Coastal Zone Management Act of 1972 (16 U.S.C.
6	1455(c)) and make appropriate recommendations to
7	the Governor and the Under Secretary for the inclu-
8	sion.''; and
9	(12) in the matter following paragraph (16) (as
10	added by paragraph (11)) by striking "paragraph
11	(7)" and inserting "paragraph (11)".
12	(b) Fisheries and Wildlife.—
13	(1) Members of conference.—Section
14	320(c) of such Act (33 U.S.C. 1330(c)) is amend-
15	ed—
16	(A) in paragraph (3), by inserting after
17	"Federal agency," the following: "including
18	those Federal agencies with responsibility for
19	conserving and protecting living resources in-
20	cluding fish, shellfish, and wildlife,"; and
21	(B) in paragraph (5), by inserting "includ-
22	ing the agricultural industry," after "indus-
23	tries,''.
24	(2) Research.—Section 320(j)(2) of such Act
25	(33 U.S.C. 1330(i)(2)) is amended by inserting

1	"and the Director of the United States Fish and
2	Wildlife Service" after "Administration".
3	(c) Participation of Municipalities.—Section
4	320(c)(4) of such Act (33 U.S.C. 1330(c)(4)) is amended
5	by striking "local governments" and inserting "munici-
6	palities".
7	(d) Participation of Environmental Organiza-
8	Tions.—Section $320(c)(5)$ of such Act $(33$ U.S.C.
9	1330(c)(5)) is amended by inserting ", including environ-
10	mental organizations" after "the general public".
11	(e) Duties of Members of Conference.—Sec-
12	tion 320 of such Act (33 U.S.C. 1330) is amended—
13	(1) by redesignating subsection (d), (e), (f), (g),
14	(h), (i), (j), (k), and (l) as subsection (f), (g), (h),
15	(i), (j), (k), (l), (m), and (n), respectively; and
16	(2) by inserting after subsection (c) the follow-
17	ing new subsection:
18	"(d) Duties of Members.—
19	"(1) Administrator.—
20	"(A) In General.—The Administrator
21	shall provide necessary levels of funding and
22	staff resources to carry out the functions of the
23	Administrator related to the development, ap-
24	proval, implementation, and monitoring of a

conservation and management plan under this section and of approved interim measures.

"(B) Analysis of Federal Needs.—Not later than 120 days after the date of the enactment of this subsection, the Comptroller General of the United States shall submit to Congress and to the Administrator an analysis of the needs of the Environmental Protection Agency for additional personnel and administrative resources necessary to fully carry out the duties of the Environmental Protection Agency under this section. The analysis shall include recommendations regarding necessary additional authorizations and appropriations.

"(C) Policy and technical liaison.—
The Administrator or the designee of the Administrator shall, among other functions performed with respect to management conferences, serve as policy and technical liaison for all participants in management conferences.

"(2) UNDER SECRETARY.—The Under Secretary of Commerce for Oceans and Atmosphere shall provide the necessary levels of funding and staff resources to carry out the functions of the Under Secretary under this section, and shall coordi-

1	nate the activities of the Under Secretary with each
2	management conference convened under this section.
3	"(e) Guidance Document.—
4	"(1) In General.—Not later than 9 months
5	after the date of the enactment of this subsection,
6	the Administrator shall issue a guidance document
7	that establishes requirements for—
8	"(A) management conferences to follow in
9	developing, approving, implementing, and mon-
10	itoring conservation and management plans;
11	and
12	"(B) approving and implementing interim
13	actions to protect the water quality of the estu-
14	ary for which a conservation and management
15	plan is developed.
16	"(2) Publication of proposed docu-
17	MENT.—The Administrator shall publish a proposed
18	guidance document under this subsection by not
19	later than 6 months after the date of the enactment
20	of this subsection.".
21	(f) Management Conferences.—Subsection (g) of
22	section 320 of such Act, as redesignated by subsection
23	(e)(1), is amended to read as follows:
24	"(g) Period of Conference.—A management con-
25	ference convened under this section shall be convened for

1	a period of at least 5 years. On approval of a plan under
2	subsection (h), the Administrator shall, for purposes of
3	implementing the plan, extend a conference for an addi-
4	tional 5 years if the affected Governor or Governors con-
5	cur in the extension and the extension is necessary to meet
6	the requirements of this section and section 608.".
7	(g) Approval and Implementation of Conserva-
8	TION AND MANAGEMENT PLANS; PUBLIC REVIEW AND
9	COMMENT.—Subsection (h) of section 320 of such Act,
10	as redesignated by subsection $(e)(1)$ , is amended to read
11	as follows:
12	"(h) Approval and Implementation of Plans
13	AND INTERIM ACTIONS.—
14	"(1) Approval of plans.—Not later than 120
15	days after the date of the completion of a conserva-
16	tion and management plan and after providing for
17	public review and comment, the Administrator shall
18	approve the plan if—
19	"(A) the plan complies with any applicable
20	guidance document published under subsection
21	(c);
22	"(B) the plan meets the requirements of
23	this section;
24	"(C) the plan specifies the implementation
25	responsibilities, including funding responsibil-

- ities and implementation schedules, of the Federal Government and of State and local governments that participated in the development of the plan;
  - "(D) the affected Governor or Governors concur; and
  - "(E) the affected Governor or Governors certify that they have the authority to undertake the actions called for in the plan.
  - "(2) APPROVAL OF INTERIM ACTIONS.—The Administrator shall approve an interim action to protect the water quality of an estuary for which a conservation and management plan is being developed if it meets the requirements set forth in subparagraphs (A) through (D) of paragraph (1).
  - "(3) Public Review and comment.—The Administrator shall, before approving a conservation and management plan, publish in the Federal Register a draft of the plan and provide an opportunity for public review and comment on the plan.
  - "(4) IMPLEMENTATION.—On approval of a conservation and management plan or interim actions under this section, the Administrator, as a non-discretionary duty, shall ensure that the Federal responsibilities and commitments under the plan or in-

1	terim action are complied with and implemented in
2	accordance with the guidance document. The Admin-
3	istrator, in conjunction with and with the assistance
4	of the management conference, shall—
5	"(A) provide assistance to the management
6	conference, including administrative and tech-
7	nical assistance, for implementation of the plan
8	or interim action;
9	"(B) coordinate Federal programs nec-
10	essary for implementing the plan or interim ac-
11	tion;
12	"(C) make recommendations to the man-
13	agement conference on enforcement and tech-
14	nical assistance activities necessary to ensure
15	compliance with and implementation of the plan
16	or interim action;
17	"(D) collect and make available to the pub-
18	lic, publications and other forms of information
19	relating to implementation of the plan or in-
20	terim action; and
21	"(E) make grants under the authority pro-
22	vided by this title.
23	"(5) FUNDING.—Funds authorized to be appro-
24	priated under titles II and VI, section 319, and this
25	section may be used in accordance with the applica-

ble requirements of this Act to assist States with the implementation of conservation and management plans under this section. Funds authorized to be appropriated under section 319 and this section may also be used in accordance with the applicable requirements of this Act to assist States with the implementation of interim actions under this section.

"(6) Consistency.—On approval of a conservation and management plan or interim action under this section, each Federal agency activity identified pursuant to subsection (b)(10), with respect to the plan or interim action, shall be conducted in a manner that is consistent with the enforceable requirement of the plan or interim action.".

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